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ABSTRACT

This paper examines one aspect of school governance--the role of the school board--which historically has governed education at the local level. It discusses the basic and unique functions of school boards in American education, as well as their effectiveness in meeting the rigors of a changing society. The discussion is presented in four parts: (1) the significance and benefits of local school-board governance as currently established; (2) the major attributes of good school-board governance, including examples of school boards that are providing leadership to raise student achievement; (3) why local school boards are preferable to alternatives that have been suggested; and (4) how the state, as a governance partner, can strengthen the capacity of local school boards to govern and lead. Whereas the paper specifically deals with the school-board role, it recognizes that education governance operates in a broader context that embraces the state and federal levels. It also recognizes that school boards are not monolithic institutions. It details how a good local school board will set a vision, focus on student learning and achievement, provide a structure for success, advocate for education, and involve the community. (RJM)

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EFFECTIVE SCHOOL GOVERNANCE: A LOOK AT TODAY'S PRACTICE AND TOMORROW'S PROMISE

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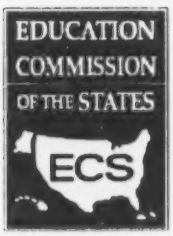

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EXECUTIVE SUMMARY

Local school boards have been an integral part of the history of American public education. Across the nation, there are about 15,000 local school boards and 95,000 local school board members, 96% elected by their communities.

These local school boards provide the means by which all segments of each community, including parents, business leaders, civic leaders, taxpayers and other citizens, have a representative voice in how schools will educate their children. School board members, as elected officials, view their accountability and responsiveness to the community in a manner that the local staff or distant state structure simply cannot do. The perspective of the citizen school board member adds a dimension of stewardship to the system that does not occur easily or sustain itself from those who work on a day-to-day basis from within.

In addition, local school boards provide a forum in which individuals and the public are heard, key issues are debated and a governing vote takes place. In principle, school boards provide public credibility, stewardship and direction to local education. The ultimate issue, however, is whether school boards in practice are effective bodies for leading local education improvement.

Certainly, some school boards are not operating effectively. The response to a weak school board, however, should not be to disenfranchise the community by eliminating school boards altogether or transforming them into something other than a community representative body. Rather, the better policy response is to determine ways in which weak school boards, and, indeed, all school boards, can be supported to raise their level of effectiveness.

Historically, local school boards believed their role was not to substitute their own views on matters of pedagogy for those of professional educators. Rather, they perceived their role to be supportive in nature, approving the budget and legal documents, dealing with constituents, receiving reports, campaigning for bond issues and providing "cover" on politically sensitive issues. While those are legitimate functions, the challenges of raising student achievement in the 21st century suggest a more meaningful and dynamic governance role for local school boards in setting education policy – that of providing leadership to school systems as they establish and strive for high levels of student performance.

The National School Boards Association (NSBA) has identified fundamentals of good board operations:

- *Setting the Vision* — Developing and cultivating a powerful and compelling vision for district efforts is a primary responsibility for today's and tomorrow's school leaders. It encompasses the best in forward thinking, innovative planning and community involvement. As representatives of the community and governors of the school system, school boards are the best catalysts for stimulating the dialogue and obtaining the consensus necessary to shape a dynamic and responsive district vision.

- *Focusing on Student Learning and Achievement* — Simply stated, an effective school board focuses on raising student achievement and learning to higher and higher levels. Its goal is to "add value" to the student-teacher learning experience.

- *Providing a Structure for Success* — Effective school boards establish a management system that results in thoughtful decisionmaking processes and enables all people to help the district achieve its vision and make the best use of resources. They create an environment that allows the superintendent to function as the district's chief executive officer and as the community's primary education leader.

- *Advocating for Education* — Schools cannot maximize success without public support. Fulfilling the district's vision requires the understanding, involvement and support of the local community, as well as state and federal policymakers. The board of education, because of its close ties to constituents, is uniquely positioned to be the catalyst to gain that support.

- *Involving the Community* — Good governance requires engaging the community in the effort to create conditions in schools, the home and the community that will foster student learning. School boards long have understood that the schools they govern will not have the necessary financial resources to be successful without strong public support.

- *Accounting for Results* — Good governance requires the board to determine whether the district truly is progressing toward accomplishment of its vision. That progress (or lack thereof) must be measured and communicated to district constituents. Boards hold themselves and the system publicly accountable by establishing clear objectives and reporting them in quantifiable terms.

- *Empowering the Staff* — Good governance is synonymous with effective decisionmaking. Increasingly, boards are providing more decisionmaking authority and accountability to the building and classroom levels.

- *Fulfilling the Policymaker's Role* — A school board's policies provide ongoing guidance and direction to the school system and create a framework within which the superintendent and staff fulfill their responsibilities with positive direction. As elected bodies, school boards are best able to formulate policies to meet the differing needs of differing communities.

- *Collaborating With Other Agencies* — For a growing number of children, the conditions they face outside the classroom have a dramatic impact on their ability to learn. Too often, services to address children and family needs are fragmented, with each designed to address a specific need or problem. Because schools are responsible for serving all children, and are often the most accessible, appropriate and accountable institutions in children's lives, they have become an integral component in much successful collaboration. School boards are ideally situated to coordinate policies and activities with private institutions responsible for child development, health, welfare and related services.

- *Committing To Continuous Improvement* — Effective boards seek to be up-to-date on key developments in education, including emerging state requirements, research findings and

effective practices. They also must know legal, fiscal and other issues pertaining to school district governance, as well as the rules of parliamentary process, ethics and civility in conducting business. Thirteen states have mandatory training requirements for school board members. Many state school boards associations have implemented extensive training programs.

Alternatives to School Boards

In recent years, several proposals have surfaced as alternatives to the traditional local school board. For the most part, these alternatives envision either changing the mechanism for selecting school boards, delimiting the focus of school board activities or eliminating the school board altogether.

One approach, primarily an urban alternative, brings the school system under control of the mayor. The major difficulty with this approach is that education risks becoming just another departmental function in the mayor's office. In addition, under this system, the decisionmaker is not going to be judged solely for the quality of the education system. Without a school board, the school system loses visibility and a strong public advocate.

A second alternative envisions the mayor appointing a board of managers to oversee the school system as a corporate board may do. While this approach could have limited short-term value, as a long-term strategy, the appointment of a nonconstituent-oriented managing board responsible only to the mayor and which does not see itself as accountable to the public, is unlikely to be sustained in a society grounded in direct representative governance.

A third approach involves greater use of site-based councils and charter schools. While both of these approaches have merit, certain qualifications need to be raised — one of which is they should not be implemented to the *exclusion* of school boards. First, there is no reason to believe the governing boards of school sites or charter schools are likely to be any more effective than school boards. In addition, there is a broader school board role to set standards, oversee and evaluate site performance and provide centralized support and a larger connection with the community.

Most of the alternatives being proposed are at best in the experimental stage. In considering recommendations to implement alternatives, policymakers should make judgments based on broad evidence of sustained success — on the basis of what will work best on an institutional basis, rather than what may be the particular success, interest or issues being addressed by an individual or group of individuals at a given point in time.

What the State Can Do

Ultimately, each local school board must be held accountable for effective school district governance. The focus, decisions and performance of school boards, however, can be positively or negatively influenced by the role and approach that state policymakers take toward them. To ensure local school boards are functioning as effectively as possible, the state, in consultation with school boards, can take the following steps:

- Review state laws, policies, regulations, reporting requirements and other mandates to determine the potential for dysfunctional impact, in terms of school boards' use of time, micromanagement and local policymaking.

- Recognize that local school boards are a governmental entity, not a special-interest group or stakeholder, and work with them as governance partners to develop strategies for improving American education.

- Provide the necessary legal authority and financial support for school boards to seek development in various areas of knowledge.

- Determine what new powers and accountability local school boards may need to support their focus on student achievement and exercise the various attributes of effective school boards, including the discretion to delegate responsibilities that may be inhibiting the board from achieving effective governance (e.g., personnel decisions, student discipline decisions, decisions to empower (or disempower) local school sites to become more self-directed).

- Provide school boards with a broad array of technical assistance options to assist them in solving specific school district problems.

- Engage in activities to increase voter participation in school board elections.

- Provide newly elected and approved state policymakers with information that outlines the role and functions of local school boards to present the larger view of these governing bodies.

INTRODUCTION

As the nation strives to raise academic performance for all students, policymakers and educators have identified a variety of implementation strategies. Some of these strategies have focused on substantive issues such as standards, assessment and resource alignment, while others have focused on process issues such as site management and choice. Because effective governance (and leadership) is essential to accomplishing all of these strategies, it, too, must be fitted within the mosaic of policy strategies that are needed to produce high-quality results.

This paper examines one aspect of school governance — the role of the school board — which historically has been the principle mechanism by which education has been governed at the local level. It looks at the basic and unique functions of local school boards in American education, as well as their effectiveness in meeting the rigors of a changing society — particularly, the public's demand to raise academic performance.

The discussion is presented in the following four parts:

- The significance and benefits of local school board governance as currently established
- The major attributes of good school board governance, including examples of school boards that are providing leadership to raise student achievement
- Why local school boards are preferable to the alternatives that have been suggested
- How the state level, as a governance partner, can strengthen the capacity of local school boards to govern and lead for effective results.

At the outset, it should be recognized that while this paper specifically deals with the school board role, education governance operates in a broader context that embraces the state and federal levels as well. Indeed, because the state plays such a dominant governance role through the combined actions of legislatures, state boards of education, and the courts, it substantially defines and influences what local school boards do. The very existence of school boards depends upon the will of the state legislature.

It also should be recognized that school boards as a group do not compose a monolithic institution. While there are clear commonalities in function and elements needed for effective board action, practical differences exist in their priorities and operation. Those differences can result from such factors as school system size, special needs of the school population (e.g., impact of poverty), the system's racial diversity, community values and expectations, and available revenues, including adequacy of funding and public involvement.

The nation's largest urban school districts differ from many other districts in most or all of the above respects. These differences can influence "how" an effective school board will execute the functions of good governance. For example, how the Seattle, Cincinnati and Denver school

boards effectively identified and addressed their key priorities not only differed from one another, but probably differed even more substantially from specific actions taken by boards in smaller districts. What is important is that the school board effectively provided the leadership and policy base needed to produce results.

THE SIGNIFICANCE AND BENEFITS OF LOCAL SCHOOL BOARD GOVERNANCE

Local school boards have been an integral part of the history of American public education. Across the nation, there are about 15,000 local school boards and 95,000 local school board members, 96% of whom are elected by their communities.

In this democratic society, local school boards provide the means by which all segments of each community, including parents, business leaders, civic leaders, taxpayers and other citizens, have a representative voice in how schools will educate their children. This voice includes the determination of academic standards, values to be taught, broad preparation for life (e.g., vocational, avocational and aesthetic), how cultural diversity will be addressed, the financial commitment of taxpayer resources, and decisions about how the school environment will tie into family and community life.

While the superintendent and other professionals within the school system are responsible for designing and executing the education program, school board members, as elected officials, view their accountability and responsiveness to the community in a manner that the local staff or distant state structure simply cannot do. Apart from public accountability, the perspective of the citizen school board member, like the state legislator, adds a dimension of broad stewardship to the system that does not occur easily or sustain itself from those who work on a day-to-day basis from within.

Local school boards provide a forum in which individuals and the public are heard, key issues are debated and a governing vote takes place. Taking all these factors together, school boards, in principle, provide public credibility, stewardship and direction to local education. Principles are one thing, however; the ultimate issue is whether school boards in practice are effective bodies for leading local education improvement. That issue is addressed in the next section of this paper.

Meanwhile, in continuing the examination of the significance and benefits of school boards, the following list exemplifies the range of governance responsibilities of local school boards:

- Determine the overall vision and mission of the local school district.
- Hire and evaluate a superintendent who, in turn, provides the executive and education leadership to meet the education goals, values and vision of the community.
- Ensure the school system is held accountable and responsible to the public through its authority as an oversight body. That accountability and responsiveness primarily involves the education program, but also involves other factors such as how the school system environment is serving and nurturing the public's children, the responsible use of public resources, and the school system's role in the larger community.

- Develop and approve a budget that will reflect the education goals and priorities of the school district and community.

- Reach out to the community for its support, including campaigning for tax increases to implement the budget as well as to pass needed bond issues.

- Adopt specific policies that will give broad community-based direction in such areas as the education program, community involvement in the system (e.g., use of the schools, guidelines for conducting business with vendors), employee relations (e.g., policies relating to qualifications, evaluations, limitations, etc.) and student rules.

- Provide the opportunity for parents and the general public to be heard, including appeals on matters they believe the professional staff was in error on or unresponsive to their concerns.

- Provide a forum by which the school system can communicate with other publicly elected officials and public agencies, and engage the public (including the media) to provide information and build support, understanding, partnerships and involvement in the school system.

- Provide oversight and public accountability for the education program, as well as for compliance with fiscal and legal responsibilities, including state requirements.

As the role of the state has expanded in terms of standards, assessments and the implementation criteria it establishes (e.g., teacher licensure, student-teacher ratios, textbook selection), one might argue that the role or need for school boards has diminished. It is this increased state intervention, however, that makes the credibility brought through community self-governance even more important. At a time when the public wants more of a "voice" in how their public institutions are operating, local parents and the community as a whole should not be caught between a local bureaucracy with no immediate oversight accountability and a far removed web of state decisionmakers. Moreover, the state's greater involvement in setting standards opens the door for local determination regarding such issues as exceeding those standards, broadening the education experience beyond the standards and determining the appropriate resource mix. These actions should be reflective of the community and the needs it wants its school system to fulfill.

Beyond good democratic governmental theory, the public wants its school systems to be governed by elected school boards. For example, during the 1990s, both Virginia and Georgia, two of the remaining bastions of appointed school boards, established processes to convert to elected school boards. Georgia primarily had elected boards (especially in its larger districts) and accomplished the conversion of its remaining boards by popularly supported legislation. In Virginia, which previously did not have *any* elected boards, the public appeal of elected boards was especially telling. Under Virginia's process, local communities could decide whether to place the issue on the ballot for referendum. To date, local citizens voted on a ballot initiative in 108 school systems, and the conversion to the elected board passed in 105 of those elections.

Critics of school boards frequently discount the democratic and representative attributes of local school boards because voter participation tends to be lower than that of other public offices. But,

even where low voter turnout is an issue, local school board members nonetheless run on a public agenda and, once elected, view themselves and their approach to the position as being a community representative. Further, one would have to question the suggestion that where democratic participation is weak, boards should be abandoned altogether. The better view would be to engage in strategies to increase participation in elections (e.g., link election dates of school boards to the general election).

Certainly, some school boards are not operating effectively. The response to a weak school board, however, should not be to disenfranchise the community by eliminating school boards altogether or transforming them into something other than a community representative body. Moreover, the response should not be to eliminate all school boards because there is a pattern of difficulty in a few school systems. Rather, the better policy response is to determine ways in which weak school boards, and, indeed, all school boards, can be supported to raise their level of effectiveness.

The level of knowledge, skills and approach to conducting business that effective school boards need to possess is well-known within the school board community. The following section identifies those elements, along with examples from the many local school boards that practice them.

GOOD GOVERNANCE: LOCAL SCHOOL BOARDS ON THE FIRING LINE

The public expects the nation's schools to provide a learning environment conducive to student achievement at the highest levels. It is a fundamental obligation of local school boards to provide the leadership necessary to create that environment and provide the crucial link between public values and professional expertise.

Historically, local school boards, as lay governors of the school system, believed their role was not to substitute their own views on matters of pedagogy for those of professional educators. Rather, they perceived their role to be supportive in nature, approving the budget and legal documents, dealing with constituents, receiving reports, campaigning for bond issues and providing "cover" on politically sensitive issues. While those are legitimate functions and should continue, the challenges of raising student achievement in the 21st century suggest a more meaningful and dynamic governance role for local school boards in setting education policy. It is a role that does not cross into the implementation of education content or pedagogy, but rather provides leadership to school systems as they establish and strive for high levels of student performance.

Good governance contributes to good education. The aim of state policymakers should be to identify and clarify principles of good governance and encourage and assist local boards of education in making those principles an integral part of their operations.

The National School Boards Association (NSBA) has identified 10 fundamental priorities of good board operations that provide the quality of governance leadership necessary to fulfill the goal of democratic, representative and accountable governance.

First and foremost, the school board establishes and articulates a clear and challenging vision of education success in the school district. In establishing that vision, effective boards will make student achievement the major component. Translating the vision into reality requires school boards to create the appropriate environment and structure for the district, including how the superintendent is selected and evaluated, and how well the budget and program priorities align with the vision. Accountability through a system of continuous assessment of all conditions that affect education is another essential ingredient of good governance.

The policymaking role of the board is essential, and all policies must support the district's central vision. Effective boards provide the appropriate responsibility and authority for results to the administration, teachers, parents and students. To meet all the needs of children, an effective school board establishes innovative collaborations with a wide range of social service agencies. Such collaborations can ensure that children's other needs (e.g., health and family based) are addressed and coordinated, while the schools can focus on their education mission. Because public support is essential, the board engages all elements of the community in each item outlined above. Finally, school boards must establish their own improvement goals and commit themselves, individually and collectively, to skill and knowledge improvement and renewal.

Elements of good governance follow, along with examples of actions taken by specific local school boards to implement them.

Setting the Vision

"Goal setting" or "long-range and strategic planning" are parts of the "visioning" process, but the concept of vision-setting reaches a higher level. Developing and cultivating a powerful and compelling vision for district efforts is a primary responsibility for today's and tomorrow's school leaders. It encompasses the best in forward thinking, innovative planning and community involvement. As representatives of the community and governors of the school system, school boards are the best catalysts for stimulating the dialogue and obtaining the consensus necessary to shape a dynamic and responsive district vision.

School boards demonstrating visionary leadership critically evaluate their past and present plans and district achievements. In light of that assessment, they reevaluate and revise their goals. They identify trends and emerging issues and consider their potential impact on policies and programs. They establish challenging goals by combining the knowledge and experience gained from the past with their determination of future needs. Reaching out to their communities, these boards involve others in vision development and empower the appropriate parties to act on vision implementation. Above all, they have a powerful commitment to their vision and use it as a template for their decisions.

The Forsyth County (Georgia) Board of Education oversees the fastest-growing school district in Georgia and has used a community-developed strategic plan as its basis for decisionmaking since 1996. "Vision 20/20," sponsored by the county board of commissioners, school board and chamber of commerce, identified the need for a comprehensive school district strategic plan. The Strategic Planning Committee appointed by the board of education was comprised of educators, business and community leaders, parents, retirees and elected officials. Long-time community residents and newcomers from all geographic sections of the county were appointed. Task forces were charged with analyzing and making recommendations in eight areas: curriculum, technology, facilities, finance, communication, parents and family, student achievement and personnel.

The Howard County (Maryland) Board of Education initiated a grass-roots strategic planning process in 1985. The plan, "Toward the Year 2000," involved more than 300 persons in a two-year study and planning effort. When adopted in 1987, it included more than 150 recommendations, each aimed at achieving outstanding quality in some aspect of school system performance. Progress was assessed on an ongoing basis. A 1993 evaluation determined that virtually all the recommendations were achieved or being implemented.

The board decided in spring 1994 to undertake a new strategic planning process. "Beyond the Year 2000" (BTY 2000) has provided a clear and energetic direction since its adoption in 1995. Unlike its predecessor, BTY 2000 has only seven clearly focused and strategic goals, each with clear performance indicators. These flow from a vision, a set of beliefs and a mission for the school system that involved more than 5,000 employees, students and community representatives in their development and adoption. BTY 2000 is the education focal point for the 43,000-student system.

Focusing on Student Learning and Achievement

Simply stated, an effective school board focuses on raising student achievement and learning to higher and higher levels. Its goal is to "add value" to the student-teacher learning experience. Student achievement encompasses those results that schools, parents and the community intend

for their children in their collective effort to prepare young people to assume their role in society. Test scores are not the only measures. Meaningful achievement also can take the form of lower school dropout rates or a decreased incidence of drug use or youth violence.

The essential elements of governance focused on achievement are the following:

- Clearly identified results intended for students
- Agreed-upon measures of those results
- Strategic alignment of the entire school organization to achieve the desired results
- Processes used by the school board and staff (or others in the community with whom the board may be working) to track progress toward the intended results and to keep attention focused on these important goals.

The leadership responsibility of every governing board, working closely and in tandem with its chief executive officer, is to keep the organization focused on achieving its central purpose. In the case of schools, that purpose is student learning, and all decisions are reviewed in terms of their impact on that fundamental purpose.

The Cherry Creek (Colorado) Board of Education launched its "In Search of Excellence Initiative" aimed at maintaining and enhancing a high level of quality, responsiveness and achievement in a district growing by more than 1,000 students each year. A task force of board members, parents, teachers, administrators and business leaders gathered information from a number of large districts known for high academic performance.

After findings and recommendations were reviewed and refined through community forums, electronic focus groups and automated telephone surveys, the school board adopted recommendations that included $3.2 million in improvements aimed at increasing student achievement. To support the district's mission of inspiring every student "to think, to learn, to achieve, to care," Cherry Creek committed to a number of goals: reducing the student-teacher ratio, placing resources closer to students, increasing the number of students who take core academic classes, providing more advanced-placement courses, adding teaching positions in high-poverty schools, and working to ensure all students read on grade level by the end of 1st grade.

Beginning in 1995, the Cobre (New Mexico) Consolidated School District Board of Education worked through a strategic planning process to improve student achievement. The National Education Goals served as the framework to ensure all students have a fair opportunity to learn. Student outcomes and specific goals were developed to enable all students to meet the State Student Performance Standards. The board engaged staff and parents in the process to analyze and adopt district goals, outcomes and objectives.

The Cobre district spans 1,009 square miles, with most citizens living in three villages and the rest remaining in small rural settings. The board has two meetings a month with one of those held at an individual school site. Students are highlighted early in the agenda for recognition, demonstrations and performances. About 82% of the student body is Hispanic, with 42% of the students identified as limited-English proficient. The dropout rate of 3.5% compares favorably with the statewide rate of 7.7%. About 82% of 10th-grade students passed all subtests of the New Mexico High School Competency Examination (required for a diploma) on the first attempt.

The Roanoke City (Virginia) Board of Education has adopted a five-year comprehensive reading plan, titled, "It's About Reading." The board approved two goals for reading: (1) All students will be reading at grade level by the end of 3rd grade and (2) Reading will be the focus at all grade levels with special emphasis on diagnostic and intervention strategies. All areas of district operations are committed to achievement of the reading goals with specific tasks and target dates. In addition to direct instructional personnel, these operations include technology services, early childhood programs, human resources and professional development, student services and guidance, and district volunteers.

Providing a Structure for Success

Effective school boards establish a management system that results in thoughtful decisionmaking processes and enables all people to help the district achieve its vision and make the best use of resources. They create an environment that allows the superintendent to function as the district's chief executive officer and as the community's primary education leader. The district's operational plan must provide the necessary programs and resources; promote understanding, commitment and accountability for all parties; and devote the time and energy needed at all levels within the system.

The superintendent, as district CEO, establishes the operating environment. Compatibility between the superintendent and the district's vision should be at the forefront of the hiring decision and subsequent evaluations. At the same time, the school board must provide sufficient resources and flexibility to create an environment that allows the superintendent to focus on bringing the vision to fruition.

School boards also have significant fiduciary responsibilities as stewards of public funds. It is their responsibility to see funds are spent wisely, efficiently and equitably. While some states have shifted the majority of the funding obligation to the state, in most jurisdictions the local community still carries a heavy portion of the burden of financial support. Boards must adopt an annual school district budget, approve needed school facilities, and assure financial and human resources are spread equitably across the district so all students have ready access to school programs that will help them succeed.

Boards increasingly are turning to the option of contracting with private providers for education services. For decades, many school districts have contracted with private companies in such areas as transportation, food and custodial services. More recently, boards have entered into agreements to manage entire schools or deliver certain curriculum components, such as foreign languages or federal Title I programming. While it was short-lived, one urban district contracted with a private company to manage the entire school system. In using the private sector, school boards consider many factors, including quality, cost, the school system's oversight authority and board accountability to the public.

The Seattle (Washington) Board of Education has implemented an innovative, weighted student-focused funding system that allocates resources based on each student's education needs. Thus, students with learning disabilities or limited-English speaking abilities receive a higher per-student spending allotment; resources follow the student. This approach allows each school to determine its own expenditure plan, provides clear incentives for operational efficiency and aligns authority with responsibility.

The board also negotiated a teacher contract that requires extensive teacher involvement in developing every school's "Academic Achievement Plan." The contract also gives schools the ability to select teachers for available positions regardless of seniority and permits teachers to be evaluated based on their students' academic performance.

The Fort Wayne (Indiana) Community Board of School Trustees has engaged in comprehensive strategic planning, repositioned itself in the community, realigned curriculum to state proficiencies, enhanced school safety and security, and put in place unique cost-savings programs that are putting more dollars into the classrooms. The district today is data-driven, basing decisions on quantifiable information that leads to solutions that work. The district's new state-of-the-art technology infrastructure (with its own Internet hub) not only links all 53 schools, but also will be used by schools in other districts as well.

Long before "choice" became a watchword, the Newport News (Virginia) School Board promoted and endorsed a variety of magnet schools and programs. Eleven such programs are offered, including traditional academic, math, science and technology, aviation, and arts and communications. The availability of these options is credited in part for an enrollment increase, successful completion of Advanced-Placement courses, improved SAT scores and more community involvement.

Advocating for Education

Schools cannot maximize success without public support. Fulfilling the district's vision requires the understanding, involvement and support of the local community, as well as state and federal policymakers. The board of education, because of its close ties to constituents, is uniquely positioned to be the catalyst to gain that support.

Because more than 70% of households do not have children in public school, the school board needs to communicate its vision and goals clearly to taxpayers and the community as a whole to ensure their support. Without accurate information, the public's perspective and support can be skewed by the anecdotes and advocacy of others who themselves may not have the entire picture. By contrast, comprehensive information from the school district is likely to increase support for school budgets and improve the chances of attracting the involvement of businesses and others in school activities.

State and federal lawmakers and other policymakers also need to know the school district's goals and how they can help support them. State legislators, state board of education members, the state education superintendent and the governor, as well as members of the U.S. Congress, have the powers to shape the direction of public education. These policymakers should be encouraged to focus their energy on supporting the school system's vision and plan, rather than working at cross-purposes or in ignorance of it.

The Henrico County (Virginia) Board of Education believes success is measured largely by the valuable partnerships that exist among the schools, students, parents and the larger community. Local and state legislators are involved in the school system in many different areas. A legislative liaison attends sessions, interacts directly with legislators and school officials, and offers suggestions on issues. The school board hosts a breakfast meeting in which the system's legislative goals and positions on state and federal mandates and bills are shared.

The County Council of PTAs also sponsor "An Evening With Your Legislators," where community members and parents have the opportunity to talk with legislators, ask questions and give feedback. School administrators and board members support and participate in this program, which is filmed for broadcast on the school system's cable TV channel. The community is engaged and kept informed of district goals and accomplishments in several ways. These formats include a 24-hour cable news and education television channel; School Days, a monthly district publication distributed to all Henrico County homes through the Richmond Times-Dispatch; and an interactive Web site where the community can learn about the district and give valuable feedback online.

The Trumbull (Connecticut) Board of Education annually adopts, and quarterly reviews, an "Academic Achievement Goal" that includes a matrix of benchmarks to be used as targets by the staff in each school. Data collected include such information as test scores, parent contacts, after-school activities, use of time and staff development. The yearly board goal is tied to the five-year plan, which includes long-range strategies and evaluation techniques related to cost projections when appropriate. Short- and long-range planning is supported by a lengthy budget development process framed in a value-added structure, i.e., funds budgeted in early intervention programs will produce improved performance as measured by the board's goals.

Involving the Community

Good governance requires engaging the community in the effort to create conditions in schools, the home and the community that will foster student learning. School boards long have understood that the schools they govern will not have the necessary financial resources to be successful without strong public support. This is particularly true today where there is a broad and growing interest in alternatives to public schools. The home schooling phenomenon is founded in part on a skepticism of public school effectiveness. The various voucher proposals seek public financing of private schools to compete with, if not actually replace, public schools.

Other forces at work make community engagement a strategic imperative for school boards. Brain research demonstrates conclusively that children's ability to learn is affected dramatically by conditions in their infancy. This research makes parent partnerships essential if schools are to meet the public's expectation that all children demonstrate basic academic achievement. In addition, schools cannot meet the public's second highest priority – safe and orderly schools – without collaborating with the larger community in addressing conditions that affect youths' behavior.

School board efforts to engage with parents and the community include three essential features:

- The board uses its role as the bridge between the schools and the community to ensure that the community understands schools' needs and that the school organization understands and responds to parent and community expectations.

- The board uses consensus-building practices to identify and serve the developmental needs of youth rather than relying only on the personal opinions of board members and then telling parents and the community what the schools expect of them.

- The board guides the district in establishing partnerships with parents and community agencies so all can see their own goals can best be met through active collaboration.

The responsibility of civic leaders is to understand expectations of their community and to help community members understand what the collective effort must be for those expectations to be satisfied. It is extraordinarily difficult to distinguish between one's personal opinions about what is good for the community and a genuine, objective assessment of the community's consensus about its own well being. Only the latter is likely to result in broad interest and support for the community's schools.

The DeKalb County (Georgia) Board of Education has adopted the motto that "the school cannot live apart from the community." Among the activities that illustrate this commitment are these:

- *From 30-90 minutes are scheduled prior to each board work session for comments from community members.*
- *Studies to establish the need for new schools involve community representatives.*
- *Community forums are held in each board member's district to exchange information and recommendations on new initiatives and critical and recurring issues.*
- *The board has directed each school to adopt a School Community Action Team to link the community with school staff on issues designed to improve the school climate and instructional program.*
- *The international community has been involved in addressing concerns for their children's education.*
- *A Special Education Task Force comprised of parents and community members was formed to improve services to special-needs children.*

The Regional District 13 Board of Education in Durham (Connecticut) involves administration, faculty, support staff, parents, students, community members, town officials and board members in its strategic planning process. More than 100 people participated in the action-planning phase. Periodic update sessions involving reconstituted planning teams have ensured the plan remain responsive to district and community needs.

Accounting for Results

Good governance requires the board to determine whether the district truly is progressing toward accomplishment of its vision. That progress (or lack thereof) must be measured and communicated to district constituents. Boards hold themselves and the system publicly accountable by establishing clear objectives and reporting them in quantifiable terms. They report measurements linked to the district's strategic plan through longitudinal tracking of former students and through school site and curriculum evaluations. Boards are improving their understanding of how to use data, test scores and measures of "value added" to evaluate success or failure. Data are disaggregated to determine factors affecting achievement for various student groups.

Boards use a variety of tools and media to report to parents and the community. They consider district progress toward goals in public meetings that allow the public to understand the reasons for successes and difficulties in reaching goals. An advantage for school board members is they are generally an integral part of the life of their communities. They are involved in community activities and can use both formal and informal ways to communicate district progress.

The Montgomery County (Maryland) Board of Education adopted a strategic plan, entitled "Success for Every Student," in 1991. The plan established systemwide outcomes and an assessment infrastructure that provides the board and senior staff with systematic data for accountability. Included in the assessment infrastructure are annual criterion-referenced tests (with norm-referenced components) in reading and mathematics in grades 3-8. These assessments have been linked to state and national assessments with standards set at a level that ensures subsequent academic success in high school.

Data generated from this structure allows for systematic monitoring of student achievement at both the school and district levels. Outcome data are presented to the public annually. Over the last seven years, the board regularly has reaffirmed its support of the structure and commitment to the plan. With its focus on data analysis and management by fact, this commitment is resulting in improved student achievement.

In the fall of 1990, the Hanover County (Virginia) Board of Education made a commitment to become more accountable to students, their parents and the workplace. A Business Advisory Committee, made up of 28 representatives from local businesses, became a partner in helping the schools prepare students for the world of work. Business leaders were asked to help identify employment skills a student should master in high school to become an effective employee.

The board also established a warranty program guaranteeing to the business community that graduates will possess communications, computation and career skills necessary to succeed in the workplace. In 1992, the board extended the graduate warranty to include students entering institutions of higher education. If a college admissions dean determines a student who was graduated from Hanover County in the past two years needs remediation, the student may be referred back to the school system for retraining and or remediation in the area of weakness. The college and the school division may decide the college will provide the remediation and be compensated for services by the school division.

Effective boards also assess their own performance through regular and systematic self-evaluation. For boards to initiate improvement, they must take time to assess their level of achievement and set goals for their learning, growth and focus. The Iowa Association of School Boards has developed a comprehensive assessment instrument for each of the 17 responsibility areas in its School Board Leadership Model.

Empowering the Staff

Good governance is synonymous with effective decisionmaking. Increasingly, boards are providing more decisionmaking authority and accountability to the building and classroom levels. The education delivery system is realigned by going from bureaucracy and top-down decisionmaking to relative school autonomy within the context of districtwide policy. Shared decisionmaking teams must be focused on developing and implementing plans for improving student learning. Training must be provided so all members of these teams understand and abide by the laws, regulations and collective-bargaining agreements that bind the school system. If schools are to be held accountable for students' academic performance, schools must have authority level for hiring, budget, curriculum and instruction.

Involving more persons in decisions raises a number of policy issues involving lines of authority, responsibility and accountability for the consequences of decisions. The question is which decision should be shared, by whom and at what level in the school organization. Those determinations can involve multiple factors such as education merit, cost, legal and financial responsibility — all of which can vary from place to place. Accountability to the public through the school board must be maintained. It is essential that the performance of those with decision authority is reviewed and evaluated regularly so decisionmakers can be held accountable.

Community School District #2 (New York City) has made a significant commitment to professional development as a management strategy to improve instruction and, ultimately, student achievement. As school managers, principals take on the role of instructional leaders. A central part of their job is supporting teachers and others involved in professional development with time and resources.

The Pinellas County Board of Education (Florida) uses the Malcolm Baldrige National Quality Award process as the route to school improvement. With help from business partners, educators at every district school have learned about developing a mission, benchmarking, setting goals, using data to evaluate process, satisfying customers and continuing to improve. The school board collaborates on the quality initiative with the district's two bargaining units, the Pinellas Classroom Teachers Association and the Pinellas Education Support Personnel Association. The district also operates the Pinellas County Quality Academy, which trains school boards members, teachers and administrators.

Fulfilling the Policymaker's Role

A school board's policies provide ongoing guidance and direction to the school system. They create a framework within which the superintendent and staff fulfill their responsibilities with positive direction. Good policies clearly define the goals and objectives of the school system, allow for necessary flexibility in day-to-day operations, reflect the board's vision, define roles and responsibilities, and include measurable outcomes. School boards, as elected bodies close to their publics, are best able to formulate policies to meet the differing needs of differing communities.

Perhaps the most common criticism against school boards – and one too frequently deserved – is that of micromanagement. Boards frequently become mired in the details of managing schools at the expense of their leadership responsibilities. As stated in the *Report of the Twentieth Century Fund Task Force on School Governance*, this failing is sometimes contributed to by legislative action. "State governments must take substantial responsibility for the manner in which boards are ultimately responsible and force them to micromanage. For example, the standards for student promotion are the legitimate concern and responsibility of local boards; nevertheless, some states have imposed detailed regulations in this area." Local boards are frustrated by state and federal mandates that decrease the flexibility of organizations already accused of being too bureaucratic.

The Twentieth Century Fund's major recommendation is significant:

> "The task force believes that school boards must become policy boards instead of collective management committees. This will require granting them the policymaking latitude that would allow them to function as bodies responsible for governance; they will be responsible for setting broad policy guidelines, establishing oversight procedures, defining standards of accountability, and assuring adequate planning for future needs. While professionals would oversee the myriad details of running public schools – as they theoretically do now – they would do so within the constraints and policy parameters established by those governing local education: the education policy board."

The Norfolk (Massachusetts) School Committee (school boards are called school committees in Massachusetts) has worked diligently over the past few years to establish, communicate and implement policy. It has regular policy development meetings, has a policy site at the Norfolk Elementary School Web site, expects policy to be discussed as a matter of fact at faculty meetings and has conducted several public forums open to the community. The committee encourages input from faculty, staff and the community, and has asked for suggestions for needed policy from these same sources. More important, the committee sees that policy is understood and used by those who work within the Norfolk elementary schools.

The Illinois, Colorado and Missouri state school boards associations are working with selected local boards to develop and implement a policy governance model based on the work of John Carver. The Missouri School Boards Association program is called Visionary Organizational Leadership for Tomorrow's Schools (VOLTS). Ten principles characterize VOLTS:

1. *Trusteeship – the school board sits in trust for the ownership of the school district.*
2. *The board's job description is to create a shared vision, connect with the owners, i.e., provide written explicit policies; and assure school district performance.*
3. *The board develops a plan for accomplishing its own work.*
4. *The board describes the results desired but stays out of the means of accomplishing those results except to say what is unacceptable.*
5. *The superintendent's job is to accomplish or move toward the ends and not violate limitations on the means.*
6. *The board monitors only against previously set criteria.*
7. *Rules exist for board decisionmaking.*
8. *Rules govern board policymaking.*
9. *A board decision is speaking with one voice.*
10. *Authority resides in the board – not in individuals.*

A board member in Montgomery County (Missouri) R-11 says: "I feel the VOLTS model of governance is the direction that school boards have been wanting to head in for a long time. This program allows school boards to get back to the issue of setting policy and goals that allow boards to have a greater impact on educating children."

Collaborating With Other Agencies

Children bring more than education needs to the classroom. For a growing number of children, the conditions they face outside the classroom have a dramatic impact on their ability to learn. When children's basic needs for shelter, nutrition, health care and safety are not met, children are at a high risk of school failure. Too often, services to address children and family needs are fragmented, with each designed to address a specific need or problem. Each service agency may have separate eligibility guidelines, separate professionals assigned to work with the family, and separate limitations on the quality and quantity of services they can provide. Not only do many families fall through the cracks, but there also can be a wasteful duplication of service to meet a family's needs.

Schools recognize they cannot function as isolated agencies within the community. They need to establish children and youth development goals that transcend the funding and jurisdictional hurdles that prevent effective delivery of needed services. Explicit, substantive goals based on children's needs will allow providers to coordinate services more effectively and ensure help is available. Because schools are responsible for serving all children, and are often the most accessible, appropriate and accountable institutions in children's lives, they have become an integral component in much successful collaboration. School boards are ideally situated to

coordinate policies and activities with private institutions responsible for child development, health, welfare and related services.

The Minneapolis Hennepin County (Minnesota) Youth Coordinating Board (YCB) convened hundreds of people representing diverse communities and organizations to create City's Children 2007, 20-year vision for children and families in Minneapolis. YCB's mission is to enhance and promote the healthy, comprehensive development of children and youth through collaborative action. The YCB board includes the mayor, city council members, school board members and county commissioners, among others. A wide array of YCB-sponsored programs addresses the social, health and education needs of Minneapolis youth. For example, Way to Grow prepares young children for school and empowers families to use community services and support systems. Minneapolis Redesign works in partnership with the Minneapolis Public Schools, Hennepin County and the Forum for Nonprofit Leadership to establish services for children and their families at schools, such as health and dental care, social services and adult basic education. Phat Summer opens neighborhood parks and schools during summer evenings for youth recreation and education activities.

The New Horizons SUCCESS Programs of Des Moines Polk County, Iowa, includes more than 60 agencies in a collaborative effort. New Horizons SUCCESS partners focus on three components. (1) Professional staff provide intensive case management services in ratios that do not exceed one staff person for 20 families. Families receive intensive assessment of need, identification of personal goals, coordination of services, advocacy in accessing services and follow-up. (2) Human services staff from other agencies work in Family Resource Centers located in each program school. (3) Referral to outside agencies and intensive follow-up are provided where services are not available in the Family Resource Centers.

Committing To Continuous Improvement

School board members, like other state or local policymakers, must renew their knowledge and skills to succeed. Effective boards seek to be up-to-date on key developments in education, including emerging state requirements, research findings and effective practices. They also must know legal, fiscal and other issues pertaining to school district governance, as well as the rules of parliamentary process, ethics and civility in conducting business.

A National School Boards Association (NSBA) Task Force on Public School Governance has recommended that local school governance officials be required to participate in annual training conducted by NSBA and state school boards associations. A 1996 NSBA survey reported that 13 states (Arkansas, Georgia, Kentucky, Minnesota, Mississippi, Missouri, New Jersey, North Carolina, North Dakota, Oklahoma, Tennessee, Texas and Virginia) have mandatory training requirements for school board members. Many state school boards associations have implemented extensive training programs.

Members of the Hillsboro County (Florida) Board of Education take part in full board training offered by the Florida School Boards Association. The Master Board Program offers intensive group and onsite training on the roles and responsibilities of school boards. First-time participants attend a 40-hour program covering effective board meetings, planning, policy development, communications and legal issues, among other topics. When board membership changes, the full board attends another 20 hours of training to stay on track. The Hillsboro County Board has been through the training three times, resulting in a common district agenda, improved board relations and, most important, improved student achievement. The board and staff are focused on the three priorities in the district's strategic plan: reading for all students, at all grade levels, in all subject areas; inservice training for everyone, including board members, teachers, administrators, custodians and bus drivers, that supports the K-12 reading priority; and more effective communication.

The Association of Alaska School Boards (AASB) and the Georgia School Boards Association (GSBA) are examples of state associations that have developed standards for local boards. The AASB Board of Directors set an association goal of assisting boards in developing and meeting board standards for performance and accountability. The board standards framework is designed to help AASB assist districts in developing locally appropriate indicators of success, tools for board self-assessment, and public assessment of boards and communications tools to assist in reporting board progress to the public.

The GSBA program provides a set of overall standards by which local boards of education can measure their performance and ensure accountability to local communities. The standards cover six major areas: vision and philosophy, organization, board operations, personnel, board-staff relations and board development. The voluntary compliance program requires the local board of education to establish a review committee comprised of a minimum of two local board members, one administrator and two community leaders to review the local board's operation and determine its compliance with the standards.

The California School Boards Association (CSBA) offers a Masters in Governance for school board members, with participation in CSBA's Institute for New and First-Term Board Members as a prerequisite. This 56-hour program includes courses on setting direction (determining priorities, vision and strategic goals for the district); curriculum (setting expectations for student learning and aligning curriculum to meet the expectations); school finance; human resources (maintaining a positive working relationship with the superintendent, establishing sound personnel practices, etc.); policy (identification of policy issues, developing and maintaining sound policies); collective bargaining (basics, legal requirements, etc.); community leadership (building community support, responding to community needs, advocating for children); and governance integration (integrating concepts of trusteeship and the governance team with the board jobs). Superintendents are encouraged to enroll as members of the school district governance team.

The Michigan Association of School Boards (MASB) seeks to enhance school boards' ability to improve Michigan public schools and the achievement of 1.7 million Michigan students through a seven-tier training program. The Certified Board Member Award program is the foundation. Board members must complete 30 hours of instruction in leadership skills, school law, roles and responsibilities of a school trustee, policy development and oversight, school finance and budgets, curriculum, labor relations, community relations, legislative issues and technology. Once completed, board members are eligible to progress through higher awards categories, including: the Award of Merit (requiring 75 MASB education credits); the Award of Distinction (requiring 250 MASB education credits); the Master Board Member Award (requiring 425 MASB education credits); the Master Diamond Award (requiring 600 MASB education credits); the Master Platinum Award (requiring 900 MASB education credits) and the President's Award of Recognition (requiring 1500 or more MASB education credits).

ALTERNATIVES TO LOCAL SCHOOL BOARD GOVERNANCE

In recent years, several proposals have surfaced as alternatives to the traditional local school board. For the most part, these alternatives envision either changing the mechanism for selecting school boards, delimiting the focus of school board activities or eliminating the school board altogether.

In identifying some of the shortcomings of the various alternatives, no excuses or justifications are being made for a weak school board. The larger point is that, in cases where weak and dysfunctional boards exist, the better strategy is to strengthen the board rather than punish the public by disenfranchising them from democratic governance of their school systems.

One approach, primarily an urban alternative, brings the school system under control of the mayor. The major difficulty with this approach is that education risks becoming just another departmental function in the mayor's office. Voters hold mayors accountable for performance in a variety of services, e.g., snow removal, garbage collection and street repair, that directly affect all voters — not just the 25% of households with children in school.

Under the mayoral system, the decisionmaker is not going to be judged solely for the quality of the education system. Further, the mayor's time, focus or knowledge base is likely to be inadequate to lead and sustain student achievement and other attributes of good governance, especially as mayors and their interests change from election to election. Without a school board, the school system loses visibility and a strong public advocate.

Currently, 91% of the nation's school systems are fiscally independent — as are a lesser percentage of the nation's urban districts. Bringing the education function under the mayor will end fiscal independence and substantially limit advocacy (even compared to appointed school boards) for the school system budget in its competition with filling potholes and providing services for adult voters.

A second alternative envisions the mayor appointing a board of managers to oversee the school system as a corporate board may do. While this approach could have limited short-term value, as a long-term strategy, the appointment of a nonconstituent-oriented managing board responsible only to the mayor and which does not see itself as accountable to the public, is unlikely to be sustained in a society grounded in direct representative governance.

A third approach involves greater use of site-based councils and charter schools. While both of these approaches have merit, certain qualifications need to be raised — one of which is they should not be implemented to the *exclusion* of school boards. First, there is no reason to believe the governing boards of school sites or charter schools are likely to be any more effective than school boards — especially if they do not have the very kind of development opportunities that should be available for school boards. Indeed, school boards have stronger institutional support from their administrative staff, a greater likelihood of expertise through longer continuity of service by their members, greater public accountability, and support from their state and national associations, among other factors. (Further, although they spend public funds, school-site

councils and charter boards do not have the same public credibility as school boards because the selection of members often does not include nonparents, nor do nonparents typically serve on these boards, although they constitute 70% of the community.)

School-site and charter boards can be effective where the desire and knowledge exists to operate them. There is, however, a broader school board role to set standards, oversee and evaluate site performance and provide centralized support and a larger connection with the community. This connection comes in terms of public engagement, political accountability, raising taxes, reflecting community values, and being legally and fiscally responsible for school management in ways that do not attach to site or charter councils.

Thus, while school-site councils may prove to be a broadly beneficial mechanism for raising student achievement, their function should not be to serve as an alternative to the school board — but to act in tandem. For example, the school board should set the district's overall vision and standards, provide accountability for performance, create public support for the budget and the climate needed for sites to succeed, determine the appropriate delegation of authority to the schools, initiate a broad range of policies and centralized services to ensure appropriate support for schools, engage in collective bargaining, and ensure legal and fiscal compliance with state laws. (For greater detail on the school board's role under site-based management, see NSBA's publication, *Reinventing School-Based Management, A School Board Guide to School Based Improvement, 1998).*

Finally, it also should be emphasized that most of the alternatives being proposed are at best in the experimental stage. In considering recommendations to implement the alternatives, policymakers should make judgments based on broad evidence of sustained success, not theory or anecdotes. In dealing with an issue such as governance, long-term durability is essential. That is, governance should be judged on the basis of what will work best on an institutional basis, rather than what may be the particular success, interest or issues being addressed by an individual or group of individuals at a given point in time.

WHAT THE STATE CAN DO

Ultimately, each local school board must be held accountable for effective school district governance. The focus, decisions and performance of school boards, however, can be positively or negatively influenced by the role and approach that state policymakers take toward them. To ensure local school boards are functioning as effectively as possible, the state, in consultation with school boards, can take the following steps:

- Review state laws, policies, regulations, reporting requirements and other mandates to determine the potential for dysfunctional impact, in terms of school boards' use of time, micromanagement and local policymaking. In so doing, the state should determine which requirements can be repealed, modified or waived to free up the function of school boards.

- Recognize that local school boards are a governmental entity, not a special-interest group or stakeholder, and work with them as governance partners to develop strategies for improving American education.

- Provide the necessary legal authority and financial support for school boards to seek development in such areas of knowledge as (a) education policymaking, (b) education trends, developments and best practices, (c) state standards and assessments, (d) school board procedure and ethics, (e) strategic planning and evaluation, (f) use of the private sector and (g) other areas central to school board effectiveness.

- Provide school boards with the capability to acquire and use disaggregated data within the school system, as well as acquire external comparative data to ensure decisionmaking is as substantively based as possible.

- Determine what new powers and accountability local school boards may need to support their focus on student achievement and exercise the various attributes of effective school boards, including the discretion to delegate responsibilities that may be inhibiting the board from achieving effective governance (e.g., personnel decisions, student discipline decisions, decisions to empower (or di empower) local school sites to become more self directed).

- Provide school boards with a broad array of technical assistance options to assist them in solving specific school district problems.

- Engage in activities to increase voter participation in school board elections.

- Provide newly elected and approved state policymakers with information that outlines the role and functions of local school boards to present the larger view of these governing bodies.

CONCLUSION

The quality of education for all children is more important than ever to each individual and the nation as a whole. Accordingly, the necessity to achieve high academic performance is profoundly changing the ways in which the nation's school systems do business. Local school boards have an integral and unique role in transforming education at the community level through their leadership and governance roles.

NASSMC/ECS
Building State Level Infrastructure
Steering Committee Meeting
The Sheraton National Hotel
February 24, 1999

Draft Agenda

8:30 a.m. Continental Breakfast

9:00 Introductions; Overview of Meeting

9:15-12:00 Overview of Project

- Outcomes
- Infrastructure Elements
- Project Design
- Progress-to-Date
- Next Steps

Some Questions to address:

1. Are these the right infrastructure elements?
2. Will the design achieve the desired outcomes?
3. What "land mines" should we look out for?
4. How can we get synergies for this work?
5. What is being learned about systems change/MSTE reform that applies to this work?
6. What are effective technical assistance strategies for working with states?

12:00-12:45 Buffet Lunch

12:45-1:45 Processing of Morning Discussion

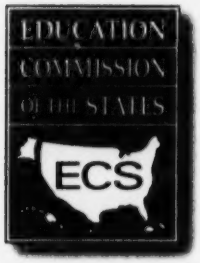
1:45-2:30 Michigan

- State context and leverage points
- What other efforts can be leveraged?
- Who should be involved?

2:30-3:15 Ohio

- State context and leverage points
- What other efforts can be leveraged?
- Who should be involved?

3:15-4:00	Colorado • State context and leverage points • What other efforts can be leveraged? • Who should be involved?
4:00	Adjourn



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